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ABSTRACT

The Emergency School Aid Act was enacted to provide financial assistance for relieving particular problems associated with public school desegregation and minority group isolation. The act mandated the establishment of a 15-member National Advisory Council on Equality of Educational Opportunity (NACEEO) with at least half of the members representing minority groups. The council has four specific purposes: (1) to advise the Assistant Secretary with respect to the operation of the program authorized by the Act, including the preparation of regulations and development of criteria for the approval of applications; (2) to review the operation with respect to its effectiveness and with respect to the Assistant Secretary's conduct in the administration of the program; (3) to meet not less than four times in the period during which the program is authorized and submit, through the Secretary, to the Congress at least two interim reports; and, (4) not later than December 1, 1974, to submit to the Congress a final report. The present third interim report contains continuing major findings and recommendations of NACEEO, some of which are considered to reinforce earlier ones. The Report has three sub-divisions: (1) summary of recommendations; (2) detailed recommendations and findings; and (3) NACEEO activities and exhibits, including a summary of previously published recommendations in December 1973 and January 1975. (Author/JM)

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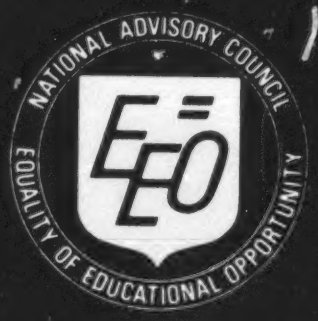
THIRD INTERIM REPORT

NATIONAL ADVISORY COUNCIL ON EQUALITY OF EDUCATIONAL OPPORT



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June 1975

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Executive Director

June 30, 1975

Dear Doctor Trotter:

It is a privilege to transmit to you, on behalf of my colleagues, this third report from your National Advisory Council on Equality of Educational Opportunity.

We urge a vigorous review of our recommendations. This Council feels that many of these thoughts represent some far-reaching changes for education. Furthermore, we are sharing with you the concerns of many citizens across the country.

We urge you to provide the leadership for executive and legislative consideration of these recommendations. Embodied here are some realistic next steps in achieving equal educational opportunities for all our students.

Cordially,

Dale Parnell

Dale Parnell
Chairman

Dr. Virginia Y. Trotter
Assistant Secretary for
Education
400 Maryland Avenue SW.
Washington, D. C. 20202

INTRODUCTION

Over the past 28 months, the National Advisory Council on Equality of Educational Opportunity (NACEEO) has sought to discharge its mandate under the Emergency School Aid Act (ESAA, Public Laws 92-318, Title VII, and 93-380, Title VII) to the best of its ability. In general, we believe that public school integration is a desirable national goal. As a consequence of this national interest, sufficient federal aid and support are imperative for its attainment.

Although the current absence of valid and reliable data about ESAA's precise impacts necessarily prohibits highly cogent assessments about its effectiveness, we believe that ESAA is furthering public school desegregation by reducing minority group isolation of faculty and students and by helping to meet the special needs incident to desegregation. We also believe that ESAA has helped dramatize and promote anew the need for quality education for all students. Within the next few months, expected results from the ESAA Evaluation Study being conducted by the System Development Corporation (SDC, Santa Monica, California) should provide a systematic and realistic appraisal of ESAA's major impacts. NACEEO will then issue an analysis of ESAA's effectiveness by concentrating upon emergent issues and substantive recommendations which can be derived from that report and from our own continuing observations.

NACEEO is highly cognizant of current ideological, programmatic, and pragmatic conflicts surrounding the congruence between public school desegregation and quality education. We acknowledge local, state and federal efforts to resolve effectively such conflicts without sacrificing our national commitment to public school integration. We also express strong appreciation for all efforts made to promote integrated, quality education.

This report contains our continuing major findings and recommendations (some of which reinforce earlier ones) about (A) the operation of the program, including the development of rules and regulations and criteria for application approval; and (B) review of the operational effectiveness of the program in achieving its purposes. It has three subdivisions: I. Summary of Recommendations; II. Detailed Recommendations and Findings; III. NACEEO Activities; and exhibits, including a summary of our previously published recommendations in December, 1973, and January, 1975 (Exhibits B and C).

I. SUMMARY OF RECOMMENDATIONS

A. ADVICE TO THE ASSISTANT SECRETARY OF HEALTH, EDUCATION AND WELFARE

RECOMMENDATION A. 1. ESAA's rules and regulations should be revised to promote equity among applicants distinguishable by such factors as size, proportion of minority students, and grantsmanship expertise.

RECOMMENDATION A. 2. OEEO* should continue to improve technical assistance to applicants and grantees.

RECOMMENDATION A. 3. OEEO should monitor carefully the composition, roles, and functions of ESAA funding review panels to assure adherence to regulated criteria and procedures.

B. REVIEW OF THE EMERGENCY SCHOOL AID ACT OPERATIONS

RECOMMENDATION B. 1. In order to reduce the proliferation and overlapping of federal programs, we recommend a comprehensive federal program providing state block grants for public elementary and secondary education. As a first step some joint consultation and exploration dealing with federal compensatory/desegregation funds should be launched.

RECOMMENDATION B. 2. In pursuit of equal educational opportunity for our nation's children, Congress should establish and develop a procedure for determining national educational goals and accountability.

RECOMMENDATION B. 3. Congress should direct the National Institute of Education to develop, validate and maintain national high school twelfth grade competency examinations and to assist states in the administration and certification of such examinations.

RECOMMENDATION B. 4. Congress should increase its efforts to improve the quality of education for all students. In particular, special emphasis must be placed on improving the educational quality of minority impacted and isolated schools. Inasmuch as desegregation is not the sole remedy, additional remedies for promoting quality education for all children must be pursued

RECOMMENDATION B. 5. Priority emphasis the delivery of high quality education for all elem children regardless of the location of the school consider financial assistance by capital grants for or major renovation in order to assure the equitab quality education.

RECOMMENDATION B. 6. Congress should r restrictions upon the use of federal funds for trans viding financial assistance on a matching basis w implementation of court-ordered and/or voluntary

RECOMMENDATION B. 7. Congress should cooperation between the U.S. Department of St Education for the specific purpose of ensuring ade opportunities for immigrants and refugees, includ sary, provisions for bilingual education.

RECOMMENDATION B. 8. Congress should funds and sufficient lead time for effective evalu funded programs for elementary and secondary ed ESAA, and should promote the dissemination of a appropriate groups and agencies.

RECOMMENDATION B. 9. The National Ins tion should disseminate widely successful public tion and quality education models.

RECOMMENDATION B. 10. Congress sh uld icantly the roles of state educational agencies in E sor.

RECOMMENDATION B. 11. The participatio organizations (NPO's) in ESAA or its successor discretion of local educational agencies (LEA's) w structured appeal procedures.

*Office of Equal Educational Opportunity

I. SUMMARY OF RECOMMENDATIONS

HE ASSISTANT SECRETARY OF HEALTH, ND WELFARE

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RECOMMENDATION B. 5. Priority emphasis must be given to the delivery of high quality education for all elementary school age children regardless of the location of the school. Congress should consider financial assistance by capital grants for new construction or major renovation in order to assure the equitable distribution of quality education.

RECOMMENDATION B. 6. Congress should modify its present restrictions upon the use of federal funds for transportation by providing financial assistance on a matching basis with the states for implementation of court-ordered and/or voluntary desegregation.

RECOMMENDATION B. 7. Congress should promote effective cooperation between the U.S. Department of State and Office of Education for the specific purpose of ensuring adequate educational opportunities for immigrants and refugees, including, where necessary, provisions for bilingual education.

RECOMMENDATION B. 8. Congress should provide adequate funds and sufficient lead time for effective evaluation of federally funded programs for elementary and secondary education, including ESAA, and should promote the dissemination of all relevant data to appropriate groups and agencies.

RECOMMENDATION B. 9. The National Institute of Education should disseminate widely successful public school desegregation and quality education models.

RECOMMENDATION B. 10. Congress should strengthen significantly the roles of state educational agencies in ESAA or its successor.

RECOMMENDATION B. 11. The participation of non-profit organizations (NPO's) in ESAA or its successor should be at the discretion of local educational agencies (LEA's) with appropriately structured appeal procedures.

*Office of Equal Educational Opportunity

II. DETAILED RECOMMENDATIONS AND FINDINGS
PROGRAM OPERATION

A. ADVICE TO THE ASSISTANT SECRETARY

RECOMMENDATION A. 1. ESAA's rules and regulations should be revised to promote equity among applicants distinguishable by such factors as size, proportion of minority students, and grantsmanship expertise.

NACEEO's own site visit analysis and additional materials collected by its staff, as well as observations, materials and testimonies arising from Office of Education central and regional staff members and state and local educational agencies and nonprofit organizations, indicated that ESAA's rules and regulations are not feasible for all potential and actual applicants, inasmuch as they do not promote equity among local educational agencies of varying minority group proportions and expertise in grantsmanship.

Local educational agencies should not be penalized for de facto segregation patterns which were not the result of their specific intent to segregate, nor of their superior governing bodies within their jurisdictions.

RECOMMENDATION A. 2. OEEO should continue to improve technical assistance to applicants and grantees.

NACEEO's direct observations, as well as testimonies received from others, revealed insufficient technical assistance to applicants and grantees. Office of Education Regional Offices usually contained an insufficient number of personnel trained to provide such services. General Assistance Centers (whose specific functions include providing technical assistance in public school desegregation) also generally provided insufficient assistance to applicants and grantees. Every effort should be made to guarantee the receipt of efficient technical assistance by applicants and grantees from Regional Offices and the General Assistance Centers. Such barriers as those caused by hasty implementation of rules and regulations could be reduced through greater lead time in implementation if Congress were to act earlier in appropriating necessary monies for ESAA's operations. A case in point is the difficulty experienced by the Office of implementing ESAA for FY 1976, due to Cong appropriating ESAA funds before June, 1975.

RECOMMENDATION A. 3. OEEO should monit composition, roles, and functions of ESAA funding assure adherence to regulated criteria and procedures.

OEEO should investigate carefully the existence sistencies and, wh appropriate, institute procedu ing the compositio nctions of panels applicant selection, a sary, initiate m in reducing such incons

B. REVIEW OF THE EMERGEN SCHOOL AI TIONS

RECOMMENDATION B. 1. In order to reduce and overlapping of federal programs, we recommen sive federal program providing state block gra elementary and secondary education. As a first consultation and exploration dealing with federal co segregation funds should be launched.

The significant overlap between federal programs for public elementary and secondary schools is costly. A comprehensive federal program covering a public elementary and secondary schools would effective and less costly. Such a program cou unnecessary bureaucratic proliferation. NACEEO re gressional legislation providing such a program, with including provisions for a Federal Education Comm block grants. The Federal Education Commission wo major advisory body for all legislation involving elementary and secondary education, and through a system, it could directly and effectively advise continuing ways to reduce current and future

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RECOMMENDATION A. 3. OEEO should monitor carefully the composition, roles, and functions of ESAA funding review panels to assure adherence to regulated criteria and procedures.

OEEO should investigate carefully the existence of panel inconsistencies and, where appropriate, institute procedures for monitoring the composition, roles, and functions of panels participating in applicant selection, and, where necessary, initiate methods effective in reducing such inconsistencies.

B. REVIEW OF THE EMERGENCY SCHOOL AID ACT OPERATIONS

RECOMMENDATION B. 1. In order to reduce the proliferation and overlapping of federal programs, we recommend a comprehensive federal program providing state block grants for public elementary and secondary education. As a first step some joint consultation and exploration dealing with federal compensatory/desegregation funds should be launched.

The significant overlap between federal programs providing funds for public elementary and secondary schools is inefficient and costly. A comprehensive federal program covering all federal aid to public elementary and secondary schools would be far more effective and less costly. Such a program could also reduce unnecessary bureaucratic proliferation. NACEEO recommends Congressional legislation providing such a program, with such legislation including provisions for a Federal Education Commission and state block grants. The Federal Education Commission would serve as the major advisory body for all legislation involving public school elementary and secondary education, and through a sub-committee system, it could directly and effectively advise Congress as to continuing ways to reduce current and future fragmentation,

duplication, and bureaucratic overlap of programs. State block grants can be justified principally on the basis of significant geographical variability in educational problems and resources, including those associated with public school desegregation. Comprehensive state block grants for desegregation and compensatory education would provide a more effective federal aid program if such a program contained the necessary safeguards for civil-rights compliances. Federal rules and regulations should require Office of Civil Rights' reviews and approvals for all state plans prior to funding, and subsequent monitoring thereafter. Such a comprehensive act should contain specific provisions governing the involvement of state educational agencies in public school desegregation.

RECOMMENDATION B. 2. In pursuit of equal educational opportunity for our nation's children, Congress should establish and develop a procedure for determining national educational goals and accountability.

NACEEO is critically concerned about the lack of national educational goals and accountability within the United States. Two important reasons for such goals and accountability are the need to ensure training for relevant survival skills (e.g., language arts, mathematics, and citizenship) and the need to ensure greater educational equity. We believe that the development of such goals and accountability criteria could be achieved effectively through the initial mechanism of a National Conference on National Educational Goals and Accountability, provided that all individuals and groups on local, state, and regional levels are permitted input through various channels earlier, and effectively represented by delegates chosen democratically. However, we have also had sufficient experience with National Conferences in related areas to make us believe that our current recommendation about a National Conference may be naive. Therefore, we urge Congress, as stated in our recommendation, to establish and develop the necessary procedures most likely to result in goal attainment.

RECOMMENDATION B. 3. Congress should direct the National Institute of Education to develop, validate and maintain national high school twelfth grade competency examinations and to assist states in the administration and certification of su

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Consonant with Recommendation B. 2, NACEEO believes strongly that not only are national educational goals now necessary, but that we must have some effective way of measuring progress toward these goals, and of recognizing those who achieve these goals. Therefore, both because of the National Institute of Education's potential competence in this sphere and to avoid additional proliferation of agencies, NACEEO recommends the National Institute of Education as the agency to be charged with this important responsibility. It is assumed that the Institute would play an active role in providing preliminary and continuing assistance to those whom Congress may charge with the responsibility of establishing and developing the aforementioned national educational goals and accountability criteria.

RECOMMENDATION B. 4. Congress should increase its efforts to improve the quality of education for all students. In particular, special emphasis must be placed on improving the educational quality of minority impacted and isolated schools. Inasmuch as desegregation is not the sole remedy, additional remedies for promoting quality education for all children must be pursued vigorously.

NACEEO believes strongly that increased emphasis must be placed upon improvement of curricula and other educational resources so that those students who are in minority impacted and isolated schools will not be adversely affected because of their location. In addition, desegregation in and of itself is not and cannot be the sole remedy for inferior education.

RECOMMENDATION B. 5. Priority emphasis must be given to the delive y of high quality education for all elementary school age children regardless of the location of the school. Congress should consider financial assistance by capitol grants for new construction or major renovation in order to assure the equitable distribution of quality education.

Education in the first six grades cannot be viewed as "business as usual." The highest possible priority must be given this level of

education. In order to achieve equal educational opportunity, each student must be guaranteed a high quality opportunity in the elementary grades. This observation is fundamental for inner city schools, suburban schools, and rural schools.

RECOMMENDATION B. 6. Congress should modify its present restrictions upon the use of federal funds for transportation by providing financial assistance on a matching basis with the states for implementation of court-ordered and/or voluntary desegregation.

NACEEO recognizes certain philosophical conflicts between our legislative and judicial branches of the federal government on the issue of desegregation. We urge Congress to relax present restrictions on the use of federal funds for transportation. Congressional provision of financial assistance to local educational agencies (via state educational agencies) engaged in court-ordered or voluntary desegregated plans can promote the spirit of various equal educational opportunity legislation as well as recent court decisions.

Congress is urged to promote effective desegregation by providing, wherever necessary, sufficient monies for same. In many instances, some additional transportation is essential for desegregation and some local educational agencies simply have not had the necessary funds. Various agencies have varying needs, and Congress should not unduly penalize those agencies whose clear need is financial support for transportation, but should assist them in meeting that need.

RECOMMENDATION B. 7. Congress should promote effective cooperation between the U. S. Department of State and Office of Education for the specific purpose of ensuring adequate educational opportunities for immigrants and refugees, including, where necessary, provisions for bilingual education.

Although NACEEO, is especially aware of the current Vietnamese refugee situation, it has long been concerned about the lack of sufficient orientation and special educational programs for immigrants and refugees. Therefore, NACEEO urges the development of effective cooperation between the Department of State and Office of Education in determining the need for specific and unique programs for various sets of immigrants and refuge the necessary action for meeting those needs, incl for bilingual education. In addition, NACEEO no continuing bilingual education within many extant agencies.

RECOMMENDATION B. 8. Congress should p funds and sufficient lead time for effective evalua funded programs for elementary and secondary edu ESAA, and should promote the dissemination of al appropriate groups and agencies.

NACEEO remains concerned about the need t retical frameworks and methodologies for evaluat tional programs as those related to compensatory public school desegregation, and urges, therefore, su sional attention to this problem. Greater emphasis upon learning what works and why it works in s matic situations and in the dissemination of that k as quickly as possible throughout the educational co

RECOMMENDATION B. 9 The National Institu should disseminate widely successful public school d quality education models.

NACEEO believes that dissemination of successf desegregation and quality education models should major tasks of the National Institute of Educat dissemination, of course, is the need for adequate related activities and resources as personnel h preparing and disseminating such information.

RECOMMENDATION B. 10. Congress should s icantly the roles of state educational agencies i successor.

After careful deliberation, NACEEO has concl educational agencies have had insufficient involve even though their greater involvement might well substantially ESAA's acceptance and implementat states. Thus, we recommend strongly substantively

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to promote effective desegregation by provid- sary, sufficient monies for same. In many tional transportation is essential for desegrega- educational agencies simply have not had the ous agencies have varying needs, and Congress penalize those agencies whose clear need is r transportation, but should assist them in

ION B. 7. Congress should promote effective the U. S. Department of State and Office of cific purpose of ensuring adequate educational migrants and refugees, including, where nec- bilingual education.

, is especially aware of the current Vietnamese has long been concerned about the lack of and special educational programs for immi- Therefore, NACEEO urges the development of between the Department of State and Office ermining the need for specific and unique programs for various sets of immigrants and refugees, and initiating the necessary action for meeting those needs, including provisions for bilingual education. In addition, NACEEO notes the need for continuing bilingual education within many extant local educational agencies.

RECOMMENDATION B. 8. Congress should provide adequate funds and sufficient lead time for effective evaluation of federally funded programs for elementary and secondary education, including ESAA, and should promote the dissemination of all relevant data to appropriate groups and agencies.

NACEEO remains concerned about the need to improve theoretical frameworks and methodologies for evaluating such educational programs as those related to compensatory education and public school desegregation, and urges, therefore, sufficient Congressional attention to this problem. Greater emphasis must be placed upon learning what works and why it works in specific problematic situations and in the dissemination of that knowledge for use as quickly as possible throughout the educational community.

RECOMMENDATION B. 9 The National Institute of Education should disseminate widely successful public school desegregation and quality education models.

NACEEO believes that dissemination of successful public school desegregation and quality education models should be one of the major tasks of the National Institute of Education. Related to dissemination, of course, is the need for adequate funds for such related activities and resources as personnel highly skilled in preparing and disseminating such information.

RECOMMENDATION B. 10. Congress should strengthen significantly the roles of state educational agencies in ESAA or its successor.

After careful deliberation, NACEEO has concluded that state educational agencies have had insufficient involvement in ESAA, even though their greater involvement might well have improved substantially ESAA's acceptance and implementation within their states. Thus, we recommend strongly substantively greater involve-

ment of state educational agencies as quickly as possible, even though such involvement will necessitate legislative and administrative modifications. Many problems reported by unsuccessful and successful applicants could be reduced through direct and responsible linkages between state and local educational agencies for ESAA.

RECOMMENDATION B. 11. The participation of non-profit organizations (NPO's) in ESAA or its successor should be at the discretion of local educational agencies (LEA's) with appropriately structured appeal procedures.

NACEEO regrets the absence of sufficient evaluative data for definitive assessment of the contributions made by non-profit organizations in furthering ESAA's objectives. Current findings about the contributions of such groups are highly inconclusive. Nevertheless, NACEEO has established that the present funding system for non-profit organizations is less effective than a system permitting their use through contractual arrangements directly with and at the discretion of state educational agencies, provided that local educational agencies are permitted to sign off such grants.

III: NACEEO ACTIVITIES

A. GENERAL REPORT

During the past six months, the Council has analyzed the data collected over the past 28 months as the result of full Council meetings, subcommittee meetings, and on-site visitations.

The primary activity during the last six months has been devoted to State Department of Education visitations. A subcommittee consisting of Mr. Lyman Pierce, Chairman, Mrs. Gwen Awsumb, Mr. Loftus Carson and Abbot Joseph Gerry was appointed to elicit recommendations from State Departments of Education as to how to improve the delivery of services to local school districts under ESAA.

The efforts which continue to be made to improve the overall evaluation process for ESAA, the Office of Planning, Budgeting, and Evaluation, through Dr. John Evans and his staff, made possible a reevaluation of ESAP-I data, inasmuch as there was some NACEEO concern about the validity of certain findings reported out from that data. Specifically, the finding by the National Opinion Research Center (the initial investigators) of a *statistically significant achievement difference* between tenth-grade black male students within the experimental (i.e., schools with ESAP funds) and control (i.e., schools without ESAP funds) was not substantiated upon reanalysis. Thus, continuing efforts are being made to isolate significant impacts, if any, which ESAP-I had upon specific race-sex sets involved in that program, and, no doubt, valuable analytical models developed for reanalyzing the ESAP-I data will be shared with the System Development Corporation, the contractor for evaluating ESAA. NACEEO will continue to study carefully all hardcore evaluative data made available to it, so as to provide an effective discharge of its responsibility for ESAA.

The Assistant Secretary and especially Dr. Herman Goldberg, Associate Commissioner, Elton Ridge, Special Assistant, and other staff members of the Office of Equal Educational Opportunity, should be commended for their efforts in implementing ESAA through measures designed to promote its major purposes and objectives as well as for their increasing cooperation in its advisory capacity.

B. STAFF

NACEEO is indebted for the invaluable assista William G. Fuller, Executive Director; Leo Lor Executive Director; Agnes Mussmecher, Administ and Nancy Rowinski, Secretary. Special thanks Aguirre, Regional Commissioner for Region IX, for the services of Leo Lorenzo, a member of his staff.

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NACEEO is indebted for the invaluable assistance of its staff, William G. Fuller, Executive Director; Leo Lorenzo, Assistant Executive Director; Agnes Mussmecher, Administrative Assistant; and Nancy Rowinski, Secretary. Special thanks to Dr. Edward Aguirre, Regional Commissioner for Region IX, for making available the services of Leo Lorenzo, a member of his staff.

EXHIBIT A

BACKGROUND INFORMATION

The Emergency School Aid Act* was enacted to provide financial assistance for relieving particular problems associated with public school desegregation and minority group isolation. The specific functions of ESAA are to provide financial assistance:

"(1) to meet the special needs incident to the elimination of minority group segregation and discrimination among students and faculty in elementary and secondary schools;

"(2) to encourage the voluntary elimination, reduction, or prevention of minority group isolation in elementary and secondary schools with substantial proportions of minority group students; and

"(3) to aid school children in overcoming the educational disadvantages of minority group isolation."

The Assistant Secretary for Education, Department of Health, Education, and Welfare, was authorized to implement the Act, and $227,940,000 was appropriated for Fiscal Year 1973 (of which approximately $195,000,000 was expended); $234,004,000 for Fiscal Year 1974 (of which approximately $236,493,000 was expended).

Although appropriations needed for fully implementing the objectives of the Act, as well as for carefully assessing its accomplishments, seem to have increased in time, appropriations have decreased.

The Act mandated the establishment of a 15-member National Advisory Council on Equality of Educational Opportunity (NACEEO), with at least half of the members representing minority groups. The Council has four specific purposes:

"(1) advise the Assistant Secretary with respect to the operation of the program authorized by this title, including the preparation of regulations and development of criteria for the approval of applications;

"(2) review the operation of the program (A) effectiveness in achieving its purpose as stated in s (B) with respect to the Assistant Secretary's administration of the program;

"(3) meet not less than four times in the perio program is authorized, and submit, through the Congress at least two interim reports, which repo statement of its activities and of any recommend with respect to the operation of the program; and

"(4) not later than December 1, 1974, submit final report on the operation of the program."

*The Emergency School Aid Act (ESAA) was passed in Law 92-318, Title VII) as a successor to the Emergency Program (ESAP) of 1970. The Education Amendments o 93-380, Title VI, Section D) authorized continuance of 30, 1976.

EXHIBIT B

SUMMARY OF RECOMMENDATIONS, DE

RECOMMENDATION A. 1a. The National Adv Equality of Educational Opportunity requests tha be permitted early and active involvement in any Emergency School Aid Act regulations.

RECOMMENDATION A. 1b. NACEEO recom Assistant Secretary determine the extent to whic sufficient time to advise him about proposed ESAA in the event that sufficient time does not exist, sug remedial action.

RECOMMENDATION A. 2a. NACEEO requ future it be permitted early and active involvemen ment of criteria for the approval of ESAA applicatio

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"(2) review the operation of the program (A) with respect to its effectiveness in achieving its purpose as stated in section 702(b), and (B) with respect to the Assistant Secretary's conduct in the administration of the program;

"(3) meet not less than four times in the period during which the program is authorized, and submit, through the Secretary, to the Congress at least two interim reports, which reports shall include a statement of its activities and of any recommendations it may have with respect to the operation of the program; and

"(4) not later than December 1, 1974, submit to the Congress a final report on the operation of the program."

*The Emergency School Aid Act (ESAA) was passed in June 1972 (Public Law 92-318, Title VII) as a successor to the Emergency School Assistance Program (ESAP) of 1970. The Education Amendments of 1974 (Public Law 93-380, Title VI, Section D) authorized continuance of ESAA through June 30, 1976.

EXHIBIT B

SUMMARY OF RECOMMENDATIONS, DECEMBER 1973

RECOMMENDATION A. 1a. The National Advisory Council on Equality of Educational Opportunity requests that in the future it be permitted early and active involvement in any modifications of Emergency School Aid Act regulations.

RECOMMENDATION A. 1b. NACEEO recommends that the Assistant Secretary determine the extent to which the public has sufficient time to advise him about proposed ESAA regulations and, in the event that sufficient time does not exist, suggests appropriate remedial action.

RECOMMENDATION A. 2a. NACEEO requests that in the future it be permitted early and active involvement in the development of criteria for the approval of ESAA applications.

RECOMMENDATION A. 2b. In the event that any school district eligible for ESAA participation is prevented from that participation because it lacks sufficient resources to develop an application, the Bureau of Equal Educational Opportunity should take the necessary remedial action to achieve application parity in this respect.

RECOMMENDATION A. 2c. 1. In the event that some potential ESAA applicants have difficulty in receiving ESAA financial assistance because they have already complied fully with the reduction of minority group isolation and, hence, do not receive eligibility points for same, NACEEO recommends that the application criteria be reevaluated.

RECOMMENDATION A. 2c. 2. An operational definition of "special needs incident to desegregation" provided by Congress is needed.

RECOMMENDATION A. 2d. NACEEO recommends that the Assistant Secretary evaluate carefully the structure and function of the Panel Review in the application process, and, in the event that some changes are deemed feasible, initiate the appropriate remedial action for same.

RECOMMENDATION A. 3a. The Assistant Secretary should regularly compile all legal decisions in the field of equal educational opportunity and desegregation. The compilation should be accompanied by an analysis of the meaning of each decision, particularly as it relates to state and local educational administration. The compilation and analysis should be sent regularly to each state educational agency for dissemination to local school districts and other users of the information.

RECOMMENDATION B. 1a. Future legislation should provide specific monies for adequate evaluation of the educational achievement statuses and impacts of programs upon changes in those statuses for each specific minority group identified as a target group in that legislation. In addition, such an evaluation should include data about each sex within such group.

RECOMMENDATION B. 1b. Participants in such evaluative research mentioned in RECOMMENDATION B. 1a. must include evaluation professionals from minority groups.

RECOMMENDATION B. 1c. The Assistant Secreta to give careful consideration to increasing the NAC allow for sufficient funds to carry out the activit NACEEO activites.

RECOMMENDATION B. 1d. Greater emphasis sh upon evaluating school curricula and their relationsh tional and other real life requirements.

EXHIBIT C

SUMMARY OF RECOMMENDATIONS, JAN

A. ADVICE TO THE ASSISTANT SECRETARY EDUCATION AND WELFARE

RECOMMENDATION A. 1. The NACEEO recom Assistant Secretary consider initiating further action, to implement recommendations of the first interim Council.

RECOMMENDATION A. 2. NACEEO recomm pioneering idea of equal educational opportunity Stu Councils be continued and expanded to make their w effective.

RECOMMENDATION A. 3. NACEEO recomm Assistant Secretary evaluate carefully the feasibility alternative methods of financing all federal equa opportunity programs, including the provision of grants to the states.

RECOMMENDATION A. 4. NACEEO urges the A tary to promote national educational efforts fo understanding of the purposes and uses of valid and and evaluation of school systems.

RECOMMENDATION A. 5. NACEEO recomm Assistant Secretary study carefully the types of progr

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RECOMMENDATION B. 1c. The Assistant Secretary is requested to give careful consideration to increasing the NACEEO budget to allow for sufficient funds to carry out the activities detailed in NACEEO activites.

RECOMMENDATION B. 1d. Greater emphasis should be placed upon evaluating school curricula and their relationships to occupational and other real life requirements.

EXHIBIT C

SUMMARY OF RECOMMENDATIONS, JANUARY 1975

A. ADVICE TO THE ASSISTANT SECRETARY OF HEALTH, EDUCATION AND WELFARE

RECOMMENDATION A. 1. The NACEEO recommends that the Assistant Secretary consider initiating further action, where feasible, to implement recommendations of the first interim report of this Council.

RECOMMENDATION A. 2. NACEEO recommends that the pioneering idea of equal educational opportunity Student Advisory Councils be continued and expanded to make their work even more effective.

RECOMMENDATION A. 3. NACEEO recommends that the Assistant Secretary evaluate carefully the feasibility of providing alternative methods of financing all federal equal educational opportunity programs, including the provision of federal block grants to the states.

RECOMMENDATION A. 4. NACEEO urges the Assistant Secretary to promote national educational efforts fostering better understanding of the purposes and uses of valid and reliable testing and evaluation of school systems.

RECOMMENDATION A. 5. NACEEO recommends that the Assistant Secretary study carefully the types of programs that most

effectively meet the diverse and specific needs of the seven racial and ethnic minorities named in the Act.

RECOMMENDATION A. 6a. NACEEO recommends that the Assistant Secretary determine the extent to which historical and sociocultural study units about racial and ethnic minorities are integrated into the public school curricula.

RECOMMENDATION A. 6b. NACEEO recommends that the Assistant Secretary initiate an evaluation of the educational programs applicable to new entrants to the United States; and recommend educational programs appropriate for their needs. It is further recommended that special attention be given to the unique needs of entrants from the Far East.

RECOMMENDATION A. 7. NACEEO recommends that the Assistant Secretary investigate carefully the reasons for the support or opposition to busing and categorize these reasons to provide better knowledge and understanding of those which may or may not be related to racism.

B. REVIEW OF THE EMERGENCY SCHOOL AID ACT OPERATIONS

RECOMMENDATION B. 1. NACEEO recommends continued efforts for improving administration of the Act including: providing more direct technical assistance to grant applicants and recipients; assessing the role of review panels; strengthening of local advisory councils; clarifying and supporting student membership roles; introducing forward funding; assessing the effectiveness of nonprofit organizational participation; increasing employment and career ladder development for bilingual professionals and paraprofessionals in programs servicing bilingual students; and providing inservice training for Office of Education personnel prior to and during the administration of ESAA programs.

RECOMMENDATION B. 2. NACEEO recommends continued and adequate evaluation of ESAA, with emphasis upon wider use of randomized controlled field studies designed to assess specific benefits of educational programs and to discover key variables in educational processes. Adequate funding and lead time are crucial for developing such studies.

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RECOMMENDATION B. 3. NACEEO recommends that knowledge gained from ESAA evaluations be used and disseminated appropriately.

EXHIBIT D

NACEEO ACTIVITIES

1974	
December 6-7	Council Meeting – Washington, D.C.
1975	
January 17-31	State Department of Education On-Site Visitations
January 23-24	Legislative Committee – Washington, D.C.
January 24	Report Committee – San Diego, California
January 31 – February 1	Subcommittee No. 1 – Philadelphia, Pennsylvania
February 3-4	State Departments of Education Subcommittee – Sacramento, Calif.
February 8	Executive Committee – San Diego, California
February 20-21	Legislative Meeting – Portland, Oregon
February 24	Meeting with Office of Education – Washington, D.C.
February 27	Subcommittee No. 1 – Memphis, Tennessee
February 28 – March 1	Council Meeting – Memphis, Tennessee
March 14	Legislative Committee – Washington, D. C.
March 24-25	Regional Orientation Meeting – Washington, D.C.
May 5-7	Legislative Committee – Washington, D.C.
May 16-17	Council Meeting – Washington, D.C.